

Message Text

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ACTION EUR-25

INFO OCT-01 ISO-00 EURE-00 SSO-00 NSCE-00 USIE-00 INRE-00

CIAE-00 PM-07 H-03 INR-10 L-03 NSAE-00 NSC-07 PA-04

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O P 081740Z MAY 74

FM USMISSION NATO

TO SECSTATE WASHDC IMMEDIATE 5551

SECDEF WASHDC IMMEDIATE

INFO AMEMBASSY BONN

AMEMBASSY LONDON

AMEMBASSY VIENNA PRIORITY

USNMR SHAPE

S E C R E T USNATO 2511

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MBFR: SUGGESTED HANDLING OF DRAFT GUIDANCE ON LINKAGE
BETWEEN PHASES

VIENNA FOR USDEL MBFR

BEGIN SUMMARY: IN SEPTELS, MISSION HAS PROVIDED (1) THE LATEST
(FOURTH REVISED) VERSION OF COUNCIL GUIDANCE TO AD HOC GROUP
ON LINK BETWEEN PHASES, AND (2) REPORT ON MAY 7 SPC DISCUSSIONS.
THIS MESSAGE CONTAINS MISSION'S SUGGESTIONS FOR HANDLING
BRACKETED FORMULATIONS IN LATEST DRAFT. COMMENTS ARE KEYED TO
TEXT OF FOURTH REVISION. ACTION REQUESTED: GUIDANCE ON LATEST
TEXT AND MISSION RECOMMENDATIONS IN TIME FOR SPC DISCUSSION,
FRIDAY, MAY 10. END SUMMARY.

TIME BETWEEN PHASES (SECTION II)

1. AS REPORTED SEPTEL, SPC REACTED FAVORABLY TO U.S. REP'S
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INFORMAL SUGGESTION FOR FORMULATION CONTAINED IN FINAL
ALTERNATIVE TEXT LABELLED "POSSIBLE COMPROMISE". MISSION BELIEVES
THAT THIS FORMULATION MAINTAINS THE DESIRED FLEXIBILITY
BY THE U.S. IN THE 18-MONTH FIGURE, WHILE NOT LOSING SIGHT

OF FRG INTEREST IN CAUTIOUS APPROACH TO NEGOTIATING THIS SUBJECT, BELGIAN DESIRE TO PROVIDE SOME REFERENCE TO WITHDRAWALS, AND DUTCH INTEREST IN ALLOWING FOR A MUCH SHORTER PERIOD OF TIME THAN 18 MONTHS. WE BELIEVE THAT THIS COMBINED FORMULATION REPRESENTS MAXIMUM AGREEMENT WE CAN ACHIEVE AT THIS POINT, UNTIL THE ALLIES RECEIVE FURTHER INDICATIONS OF SOVIET VIEWS. WE THUS SUGGEST ACCEPTING THIS FINAL "POSSIBLE COMPROMISE" FORMULATION, WHICH WOULD REPLACE ALL PREVIOUS BRACKETED ALTERNATIVES.

NON-INCREASE OF FORCES COMMITMENT (SECTION III)

2. (PARA (A): UK FIRMLY OPPOSED FLAT STATEMENT THAT "NO EQUIPMENT OF ANY KIND WOULD BE INCLUDED IN THE NON-INCREASE COMMITMENT." LONDON APPEARS TO CONSIDER THIS TOO INFLEXIBLE, SINCE CONTENT OF NON-INCREASE COMMITMENT MAY ULTIMATELY HAVE TO REFLECT IN SOME WAY THE OUTCOME OF PHASE I NEGOTIATIONS. AT THE SAME TIME, UK REP REALIZED THAT SECOND BRACKETED ALTERNATIVE WENT TOO FAR AND FINALLY AGREED TO SUGGEST TO LONDON ACCEPTING SLIGHTLY MODIFIED FIRST ALTERNATIVE ("IT IS INTENDED...") AND LETTING FOOTNOTE REGISTER BRITISH POINT ON EQUIPMENT TRANSFER. UK MAY RETURN TO THIS ISSUE, HOWEVER, AT MAY 10 SPC.

3. PARA (E): ALLIES IN SPC DISCUSSIONS HAVE STRESSED THAT THEY WILL NOT REPEAT NOT ACCEPT A FIVE-YEAR FREEZE ON THEIR FORCES IN THE PERIOD FOLLOWING SIGNATURE OF A PHASE I AGREEMENT. MISSION THUS BELIEVES THAT FORMULATION "SAY, THREE YEARS" PLUS EXTENSION BY MUTUAL CONSENT IS MAXIMUM WE ARE LIKELY TO GET ON THIS. MISSION ALSO SEES POSSIBLE FUTURE UTILITY OF THREE-YEAR PERIOD AS AN ARGUMENT FOR A SHORTER PERIOD BETWEEN PHASES THAN 18 MONTHS. WE THUS SUGGEST ACCEPTING REVISED PARA (E).

ASSURANCES ON SECOND PHASE (SECTION IV)

4. IN PRIVATE DISCUSSION WITH FRG REP (SEPTTEL), HE SAID THAT HE COULD PROBABLY ACCEPT AN APPROACH ALONG THE LINES OF THAT WORKED OUT FOR FIXED PERIOD OF TIME, I.E., ONE WHICH WOULD ALLOW AD HOC
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GROUP TO FALL BACK TO A HARDER ASSURANCE FOLLOWING A CAUTIOUS OPENING APPROACH. HE ADDED THAT, ALTHOUGH BONN FELT STRONGLY ABOUT THE "DECLARATION OF INTENT" IDEA, FRG MIGHT ACCEPT TREATMENT OF FORM OF AGREEMENT ISSUE IN WAY SIMILAR TO PARA (C) IN NON-INCREASE SECTION. TO ACCOMPLISH THIS, MISSION OFFICER ASKED FRG DELOFF'S REACTION TO FORMULATION ALONG FOLLOWING LINES:

BEGIN TEXT: REGARDING WESTERN REDUCTIONS IN THE SECOND PHASE, THE WESTERN DIRECT PARTICIPANTS WOULD BE WILLING TO START NEGOTIATION ON AN APPROPRIATE ACCORD ON THIS POINT. THE ALLIED NEGOTIATORS SHOULD DO NOTHING AT THIS STAGE TO PREJUDGE THE FORM OF SUCH AN ACCORD. (IT COULD ASSUME VARIOUS POSSIBLE FORMS, E.G., DECLARATION OF INTENT, PROVISION IN THE FIRST

PHASE AGREEMENT.) THIS ACCORD WOULD BE CONDITIONAL UPON ACCEP-
TANCE BY THE OTHER SIDE OF THE COMMON CEILING CONCEPT. IT
COULD BE ISSUED SIMULTANEOUSLY WITH A FIRST PHASE AGREEMENT.
IF THE ALLIES FIND IT NECESSARY IN LIGHT OF THE TACTICAL NEGOTIATING SITUATION, THEY COULD INDICATE THAT THEIR PRELIMINARY THINKING
IS THAT THE WESTERN CONTRIBUTION TO PHASE II REDUCTIONS
WOULD INCLUDE FORCES OF ALL NON-U.S. NATO DIRECT PARTICIPANTS
IN ORDER TO COMPLETE THE COMMON CEILING OF GROUND FORCES IN
CENTRAL EUROPE. END TEXT.
FRG REP BELIEVED THAT BONN WOULD REACT FAVORABLY. MISSION
REQUESTS AUTHORIZATION TO PROPOSE FOREGOING TEXT AT MAY 10
MEETING.
WITHDRAWN PROVISION/REVIEW PROCEDURE (SECTION V)

5. REQUEST GUIDANCE ON WHETHER WE SHOULD (A) HOLD TO FIRST
ALTERNATIVE; (B) ACCEPT SECOND ALTERNATIVE (PROPOSED BY UK);
OR DROP BOTH IDEAS FOR THE TIME BEING (BELGIAN SUGGESTION).
MCAULIFFE

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